



County of Los Angeles
CHIEF ADMINISTRATIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012
(213) 974-1101
<http://cao.co.la.ca.us>

DAVID E. JANSSEN
Chief Administrative Officer

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March 16, 2006

To: Mayor Michael D. Antonovich
Supervisor Gloria Molina
Supervisor Yvonne B. Burke
Supervisor Zev Yaroslavsky
Supervisor Don Knabe

From: David E. Janssen
Chief Administrative Officer

**REPORT ON DEVELOPMENT OF A CAPITAL PLAN FOR SHERIFF JAIL
FACILITIES AND AN ASSESSMENT OF THE SHERIFF'S JAIL HOUSING AND
SECURITY PLAN (AGENDA OF MARCH 21, 2006)**

This memorandum is to provide a status report on the development of a Jail Facilities Master Plan for the Sheriff's jail system, as directed by your Board on February 14, 2006, and to provide a preliminary assessment of the Sheriff's Jail Housing and Security Plan that is being presented to your Board on March 21, 2006.

The initial development phase of the Jail Facilities Master Plan will be completed in June 2006. At that time, and in conjunction with my office's recommendations on Final Changes to the Proposed 2006-07 Budget, my office will provide recommendations regarding:

- further development, implementation, and funding of the Jail Facilities Master Plan, including the appropriation of \$20.0 million in 2006-07 to fund design phase activities for the refurbishment of the Sybil Brand Institute; and
- feasibility of seeking voter approval in the November 2008 election for a general obligation bond for capital improvements in the Jail Facilities Master Plan.

The June 2006 recommendations will also include an analysis of the security enhancements requested in the Sheriff's Jail Housing and Security Plan and the potential addition of up to \$25.0 million in 2006-07 for the highest priority and most feasible enhancements.

Background

Board Requested Jail Facilities Master Plan

On February 14, 2006, in response to the increasing violence among inmates in the County's jail facilities, your Board directed my office to report back to your Board with a plan for the preparation of a comprehensive facilities plan for the County's jail system that enhances jail security and inmate safety for the current and projected inmate populations. More specifically, your Board directed that such a plan:

- Classify each type of inmate by housing need and quantify current and projected types of inmate populations;
- Assess the physical condition and operating capacity of County custody facilities;
- Present options for reconfiguration/refurbishment of existing facilities or construction of new facilities to meet current and projected inmate populations;
- Determine the operating costs of housing each type of inmate at each existing facility; and
- Present capital recommendations and funding options for construction, refurbishment, maintenance, and use of custody facilities over the next 10 years.

Sheriff's Jail Housing and Security Plan

On February 21, 2006, the Sheriff reported to your Board that a review of its facility security policies and protocols had been initiated and that a Jail Housing and Security Plan would be developed and presented to your Board. This plan is scheduled to be presented at your Board's March 21, 2006 meeting. The Sheriff will provide a separate report to your Board addressing the State inmates and the Pitchess Detention Center contract.

I. Jail Facilities Master Plan

Our initial review has indicated that in addition to the increasing percentage of high security inmates to the overall inmate population, the lack of sufficient high security beds contributes significantly to the current volatility in the Sheriff's jail system. The unavailability of sufficient high security beds constrains the Sheriff's ability to appropriately align the security levels of inmates and jail cells and compromises the long-term effectiveness of the Sheriff's security protocols.

A common factor in the recent incidents has been the need to house high security inmates (maximum security risks, suicidal inmates, child molesters, gang members, inmates with extensive criminal records) in low and medium security units. Based on an initial review of the type of available housing units and the number of low, medium, and high security inmates, it has become evident that the unavailability of sufficient high security beds, combined with the lack of adequate custody staffing, will continue to limit the Sheriff's operational flexibility and its ability to maintain a safe and secure environment in the County's jails.

The County's existing jail facilities can physically accommodate 18,068 beds, including 4,046 high security beds and 14,022 low and medium security beds. The unavailability of Tower 2 at the Twin Towers complex for male inmates and the limited use of CRDF, however, reduce the number of beds available for male inmates to 15,137. Of higher significance is the reduction in high security beds from 4,046 to 2,875.

Based on our discussions with the Sheriff, the number of high security inmates fluctuates between 5,000 and 7,000 at any given point in time. The unavailability of sufficient high security, single cell beds consequently requires the Sheriff to house between 2,125 and 4,125 high security inmates in low and medium security cells and dormitories. The integration of high security and lower security inmates, in turn, increases the potential for confrontation among inmates and volatility throughout the jail system.

A summary of the available and current bed capacity and current male inmate population is provided below. A comparison by facility is attached.

Summary of Available and Current Bed Capacity and Current Male Inmate Population

	High Security	Low-Med. Security	Inmate Reception	Total
Current Inmate Population	5,380	11,141	800	17,321
Current Bed Capacity	2,875	12,262	0	15,137
Available Bed Capacity	4,046	14,022	0	18,068

The planned transfer of female inmates from Tower 2 at the Twin Towers complex to CRDF will make an additional 773 high security beds available to male inmates and increase the overall number of available high security beds from 2,875 to 3,648. The opening of additional high security beds at Tower 2, however, offers only a partial solution and still requires the housing of 1,352 to 3,352 high security inmates in medium security beds.

As a result, the lack of sufficient high security beds will continue to constrain the Sheriff's operational flexibility and limit the long-term effectiveness of any new operational recommendations.

Proposed Jail Facilities Master Plan

In order to provide additional high security beds and provide the Sheriff with the long-term flexibility necessary to appropriately manage the housing of high security inmates, the Jail Facilities Master Plan will consider the addition of approximately 1,000 high security beds for male inmates through the:

- Recommitment of 398 high security beds and 1,434 low and medium security beds at Century Regional Detention Facility (CRDF) to male inmates by transferring female inmates that are currently housed at CRDF, to a refurbished and reopened Sybil Brand Institute (SBI);
- Refurbishment and reconfiguration of Men's Central Jail (MCJ) to provide an additional 100 to 200 high security beds; and
- Design and construction of a new 200 to 400 bed high security module at Pitchess Detention Center (PDC).

The feasibility of proceeding with a refurbishment and reconfiguration of MCJ or the design and construction of a new high security facility at PDF will be determined through separate, concurrent feasibility studies. The Jail Facilities Master Plan will also include recommendations regarding the feasibility of providing additional low and medium security beds through new construction at PDC.

Recommitment of CRDF to Male Inmates and Refurbishment of SBI

Based on our initial assessment, nearly 600 additional high security beds could be made available through the recommitment of CRDF to male inmates and a conversion of medium security beds at MCJ to high security beds. Further, sufficient County-owned land is available at PDC to support the construction of a new facility that could potentially provide an additional 200 to 400 high security beds.

Among the County's existing jail facilities, CRDF offers 1,832 beds, including 398 high security beds. Recommitting CRDF to male inmates, along with the commitment of Tower 2 at the Twin Towers complex, would increase the number of beds available to high security inmates to 4,046, and overall inmate beds to 18,068. It would require, however, the transfer of female inmates to another facility.

Reopening the SBI to female inmates provides the most immediate alternative. As currently configured, SBI would be able to accommodate 1,800 female inmates, which roughly matches the current female inmate population. As reported to your Board in April 2005, the SBI facility, which has been closed since 1997, would require significant refurbishment of the plumbing, electrical, fire protection, roofing, and other building systems, upgrades to the kitchen and dorms, abatement of hazardous materials, and construction of a female inmate reception center and a medical/mental health building.

At that time, the concept of reopening SBI was determined to be feasible within a cost of \$144.1 million. Based on the escalation in construction costs we have experienced over the past two years and anticipate in the future, we are now estimating the cost to be \$168.8 million. It is anticipated that the refurbishment could be completed in three years.

Reconfiguration of Men's Central Jail

The transfer of female inmates to a refurbished SBI and the backfill of CRDF with male inmates would allow the Sheriff to increase the number of available high security beds through a phased reconfiguration and refurbishment of MCJ. The transfer of 1,832 male inmates to CRDF would allow the conversion of low and medium security beds at MCJ that are currently configured as four and six man cells, into one and two bed high security cells. The actual number of additional high security beds that could be created in this manner is yet to be determined, although a minimum of 200 additional high security beds would be targeted as a goal.

Notwithstanding a reconfiguration, MCJ (built in 1963) will require substantial refurbishment if it is to remain a viable custody asset. A 1990 jail facility assessment cited the need for a new roof, replacement of plumbing, fire alarm, fire sprinkler, and elevator systems, and renovation of the kitchen. In addition, security systems require upgrade and the structural integrity of facility must be assessed given the changes in building codes since 1990.

The refurbishment and reconfiguration of MCJ would be accomplished in phases (by wing and/or floor) to allow continued use of up to 50% of the facilities 4,537 beds, including 1,699 high security beds. In order to determine the feasibility of refurbishing and reconfiguring MCJ, the 1990 facility assessment will be updated and a feasibility study performed. These studies will be completed in June 2006.

New Facilities at Pitchess Detention Center

It is estimated that the construction of a new high security jail facility at PDC could potentially provide between 200 and 400 high security beds. Construction of a new facility will require programming and feasibility studies to determine the cost, timetable, and actual number of high security beds that could be provided. These studies would be conducted concurrently with design activities for SBI and the structural assessment of MCJ.

The Jail Facilities Master Plan will also include an analysis of the feasibility of providing additional low and medium security beds through the construction of new housing modules and/or dormitories at PDC. The addition of such beds would backfill the conversion of low and medium security beds to high security beds at MCJ.

We will review the results of the facility and feasibility studies for the refurbishment/reconfiguration of MCJ and the construction of new facilities at PDC, and provide recommendations on their implementation, in June 2006. Such recommendations will include project scopes, timeframes, estimated costs, and potential funding sources, including a voter-approved general obligation bond.

II. Assessment of the Sheriff's Jail Housing and Security Plan

We reviewed the Sheriff's Jail Housing and Security Plan presented to your Board on March 21, 2006. We also met with departmental staff to discuss the report and this represents our preliminary assessment of their plan. We will return at a later date and provide the Board with a more detailed review and budget recommendations.

The Sheriff's Plan has eight (8) phases with a total estimated cost of \$143.3 million. To date, \$13.7 million in funding has been provided in 2005-06 and the Proposed 2006-07 Budget to relocate female inmates from Tower II in the Twin Towers complex to CRDF.

The following chart details the phases in the Sheriff's Plan, along with our initial recommendations:

JAIL HOUSING AND SECURITY PLAN			
Phase	Description	Costs	Status/ Recommendation
I	Relocate female inmates from TTCF Tower II to CRDF	\$13.7 million	Funding of \$13.7 million was provided over two (2) Fiscal Years 2005-06 and 2006-07.
II	Relocate high security male inmates from various jail facilities to TTCF Tower II	\$8.0 million	Department requested and our office provided \$7,000 in funding in FY 2005-06 to retrofit existing cell doors with a security hatch. No details have been provided by the Department to explain the increase in costs associated with this request. No recommendation at this time.
III	Relocate male inmates over 40 years of age and the appropriate security level to NCCF	N/A	Support
IV	Relocate CRDF inmate programs to PDC South	N/A	Support
V	Relocate less acute mentally ill male inmates from TTCF Tower I to PDC South	\$44.2 million	This proposal requires more study as well as coordination with and support of Department of Mental Health. The impact to DMH and any increase in costs have not been identified. No recommendation at this time.
VI	Backfill TTCF Tower I (3 rd – 5 th Floor) with high security inmates	N/A	Contingent on Phase V. No recommendation at this time.
VII	Renovate and reopen SBI as an 1,800 bed, full-service female jail facility	\$64.8 million	We are currently reviewing the operational costs associated with re-opening SBI with Departmental staff. However, our office supports the reopening of SBI to female inmates in an effort to increase the number of high security beds available to the Department.
VIII	Backfill CRDF with 398 high security male inmates and 1,434 medium security male inmates	N/A	Contingent on Phase VII SBI reopening. Support.

The Department's Plan also includes various security enhancements, such as a comprehensive jail security and staffing audit, installation of Closed Circuit Televisions (CCTV), studying the effectiveness of Radio Frequency Identification (RFID), and staff for the Department's Telemedicine program.

We are currently reviewing these proposals and associated costs and will return to your Board in June 2006 with recommendations regarding the possible appropriation of up to \$25.0 million in 2006-07 for the most feasible and highest priority enhancements.

Summary of Planned Actions in June 2006

In June 2006, my office will present a report to your Board with recommendations on the direction of the Jail Facilities Master Plan and funding of certain capital and refurbishment projects, as well as other security enhancements requested in the Sheriff's Jail Housing and Security Plan in the 2006-07 Adopted Budget. More specifically, this report will include:

- A recommendation to proceed with the refurbishment and reopening of SBI to female inmates and an appropriation of \$20.0 million in 2006-07 to fund design phase activities for the refurbishment;
- Recommendations on feasibility of implementing the refurbishment and reconfiguration of MCJ and the construction of a new high security jail and low and medium security housing modules or dormitories at PDC. Our report will include an analysis of programming scopes, estimated costs, delivery methods and timeframes, and funding alternatives, including the feasibility of voter-approved general obligation bonds; and
- Recommendations on the appropriation of up to \$25.0 million in additional funds in 2006-07 for the security enhancements proposed in the Sheriff's Jail Housing and Security Plan that have been determined to be feasible and of the highest priority.

I am available to discuss this further at your convenience.

DEJ:SRH:JSE
DJT:zu

Attachment

c: Sheriff
Executive Officer, Board of Supervisors
Auditor-Controller
County Counsel
Treasurer and Tax Collector

County Jail System
Comparison of Available and Current Bed Capacity to Current Male Inmate Population

Jail Facility	Current Inmate Population (1)				Current Bed Capacity (2)			Available Bed Capacity (3)		
	High Security Inmates	Low - Med. Sec. Inmates	Pending Classification	Total	High Security Beds	Low - Med. Security Beds	Total	High Security Beds	Low - Med. Security Beds	Total
Inmate Reception Center										
Twin Towers										
Tower 1	0	0	800	800	0	0	0	0	0	0
Tower 2	1,640	389	0	2,029	984	360	1,344	984	360	1,344
Subtotal	0	0	0	0	0	0	0	773	539	1,312
Pitchess										
North County Correctional Facility	1,640	389	0	2,029	984	360	1,344	1,757	899	2,656
East	1,236	2,422	0	3,658	144	3,787	3,931	144	3,787	3,931
South	584	940	0	1,524	48	1,806	1,854	48	1,806	1,854
North	0	762	0	762	0	1,722	1,722	0	1,722	1,722
Subtotal	15	1,846	0	1,861	0	1,536	1,536	0	1,536	1,536
Men's Central Jail										
Subtotal	1,835	5,970	0	7,805	192	8,851	9,043	192	8,851	9,043
Century Regional Detention Facility										
Subtotal	1,895	4,579	0	6,474	1,699	2,838	4,537	1,699	2,838	4,537
Total	10	203	0	213	0	213	213	398	1,434	1,832
	5,380	11,141	800	17,321	2,875	12,262	15,137	4,046	14,022	18,068

(1) Reflects data from 12/05: Actuals fluctuate on a daily basis.

(2) Reflects current unavailability of Twin Tower No. 2 to men and limited availability at CRDF

(3) Assumes female inmates have been transferred to Sybil Brand Institute and that Twin Tower No. 2 and CRDF are available to men